DOCUMENT RESUME

ED 391 573 PS 023 369

TITLE A Matter of Time: Risk and Opportunity in the Out-of-School Hours. Recommendations for Strengthening Community Programs for Youth. Abridged Version. [with] Executive Summary.

INSTITUTION Carnegie Corp. of New York, N.Y.; Carnegie Council on Adolescent Development, Washington, DC.

PUB DATE Jul 94

NOTE 60p.; For full report, see ED 355 007. Executive Summary published separately.

PUB TYPE Reports - Descriptive (141) -- Reports - Research/Technical (143) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)

EDRS PRICE MF01/PC03 Plus Postage.

DESCRIPTORS *Adolescents; *After School Programs; *At Risk Persons; Change Strategies; *Childhood Needs; Child Welfare; *Community Involvement; Elementary Secondary Education; Family Involvement; Leisure Time; Program Descriptions; School Involvement; Youth; Youth Problems; *Youth Programs

IDENTIFIERS Adolescent Attitudes; Child Safety; *Free Time; Out of School Youth Program

ABSTRACT

All over America, young adolescents' experiences of growing up have changed dramatically in the past two decades. Family life for adolescents has changed, adolescents face greater risks to their health, and greater risks of being poorly educated for the next century. Families, schools, and community organizations, the three pivotal institutions that once met the crucial requirements of adolescents to become productive adults, have been slow to adapt to new social realities. This report provides a summary of a task force examination of community programs for youth. The report discusses the challenges facing today's youth--particularly the large amounts of discretionary time--adolescents' needs, and the potential of community organizations to support youth development. The report outlines 10 principles that are vital for successful youth programs and makes recommendations on how key partners such as families, schools, health agencies, businesses, government, and the media can contribute to quality programs for youth. Descriptions of six successful youth programs are included, as is a list of several organizations that serve as resources for youth program development. (TJQ)

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A MATTER OF TIME

RISK AND OPPORTUNITY IN THE OUT-OF-SCHOOL HOURS

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A MATTER OF TIME

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RISK AND OPPORTUNITY IN THE OUT-OF-SCHOOL HOURS

RECOMMENDATIONS FOR STRENGTHENING COMMUNITY PROGRAMS FOR YOUTH

CARNEGIE COUNCIL ON ADOLESCENT DEVELOPMENT
CARNEGIE CORPORATION OF NEW YORK JULY 1994

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Carnegie Council on Adolescent Development
P.O. Box 753
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(202)429-7979

Designed by Meadows & Wiser
Washington, D.C.

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THE CHALLENGE

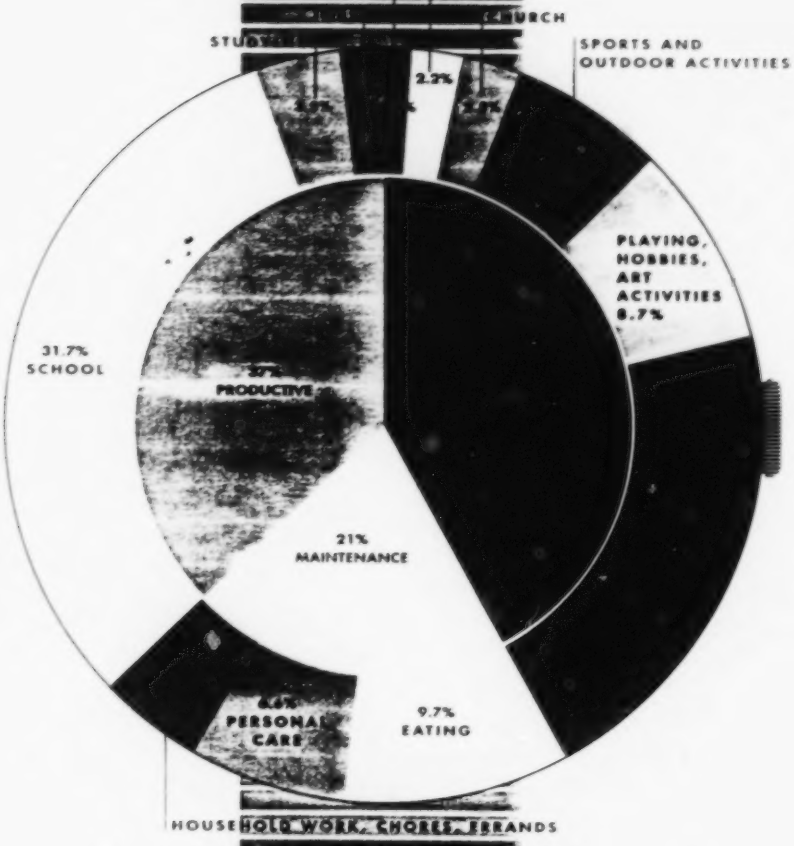
ALL OVER AMERICA YOUNG ADOLESCENTS' EXPERIENCES OF GROWING UP HAVE CHANGED DRAMATICALLY IN THE PAST TWO DECADES. FAMILIES, SCHOOLS, AND COMMUNITY ORGANIZATIONS—THE THREE MAJOR INSTITUTIONS THAT ONCE MET THE CRUCIAL REQUIREMENTS OF ADOLESCENTS TO BECOME PRODUCTIVE ADULTS, HAVE BEEN SLOW TO ADAPT TO NEW SOCIAL REALITIES.

Fundamental changes in American families have strained the capacity of parents and kin to provide the care and guidance young adolescents need to tackle everyday challenges. Schools are overwhelmed by the societal demand to prepare students for a highly skilled and fiercely competitive global marketplace. Community organizations lack sufficient staff and financial resources to adapt their programs to the needs of today's youth. These challenges are most acute in our nation's neighborhoods of concentrated poverty.

The passage through early adolescence (ages 10 to 15) should result in positive outcomes. For increasing numbers of young adolescents, that is not their experience. Instead of safety in their neighborhoods, they face chronic physical danger; instead of economic security, they face uncertainty; instead of intellectual stimulation, they face boredom and stagnation; in place of respect, they are neglected; lacking clear and consistent adult expectations for them, many youth feel deeply alienated from mainstream American society.

The damage to individual young lives is staggering. American society pays heavily for such outcomes. We pay in the diminished economic productivity of future generations. We pay the increasing bills for crime, welfare, and health care. We pay the immense social cost of living with millions of alienated people. And we pay the moral cost of knowing that we are producing millions of young adolescents who face predictably bleak and unfulfilling lives.

Each day America's 20 million young adolescents decide how they will spend at least five (40 percent) of their waking hours when not in school. For many, these hours harbor both risk and opportunity. For some, particularly those supervised by adults, the out-of-school hours offer opportunities to be with friends, play sports, pursue interests, and engage in challenging activities. But for many hours alone, the out-of-school hours present serious risks for substance abuse, crime, violence, and sexual activity leading to unwanted pregnancy and sexually transmitted diseases, including AIDS. Time spent alone is not the crucial contributor to high risk. Rather it is *what* young people do during that time, *where* they do it, and *with whom* that leads to positive or negative consequences.



Source: "How Children Use Time" by S. G. Timmer, J. Eccles, and J. O'Brien (1985). In F. T. Juster and F. P. Stafford (Eds.), *Time, Goods and Well-Being*. Ann Arbor: University of Michigan, Institute for Social Research. Adapted by permission of the Institute for Social Research.

Note: This chart represents 52 percent of hours during a week. Young adolescents spend 37 percent sleeping and 11 percent in miscellaneous activities.

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FAMILY LIFE FOR ADOLESCENTS HAS CHANGED

Adolescents are more likely to live in diverse family structures than in the past. One in five white adolescents (ages 10–17) grows up in a one-parent family. Fifty percent of African American and 30 percent of Latino adolescents live in one-parent families.[1]

In 1992, one in five (14.6 million) young people lived in poverty—5 million more than in 1973.[2]

Certain racial and ethnic minority adolescents are far more likely than white adolescents to be living in poverty: Half of African American, Latino, and one-third of Asian American adolescents lived in poor or near poor families in 1988.[3]

ADOLESCENTS FACE GREATER RISKS TO THEIR HEALTH

Fifteen percent of adolescents ages 10–18 have no health insurance coverage. One out of three poor adolescents is not covered by Medicaid.[4]

More adolescents are experimenting with drugs at younger ages, especially before age 15. Seventy-seven percent of eighth graders (most of them fourteen and fifteen) report having used alcohol, and 27 percent report that they have had five or more drinks on at least one occasion within the previous two weeks. Estimates indicate that in the 1950s, less than half of all adolescents used alcohol before entering high school.[5]

Adolescents are sexually active at younger ages. About 30 percent of young adolescents (27 percent of girls and 33 percent of boys) report having had sexual intercourse by age fifteen. Sixty percent reported that they did not use any contraception at first intercourse.[6]

Between 1940 and 1991, the percentage of births to unmarried adolescent girls rose from 14 percent to 69 percent.[7]

Between 1979 and 1988, suicide rates increased 75 percent among 10–14-year-olds and 34.5 percent among 15–19-year-olds.[8]

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ADOLESCENTS FACE GREATER RISKS OF BEING POORLY EDUCATED FOR THE 21ST CENTURY

U.S. students are not being prepared with the knowledge, skills, and motivation to compete for high wages in a global economy. In comparison with students in other industrialized nations, U.S. students rank at or near the bottom on science and mathematics achievement.[9]

While high school completion rates are rising for all American adolescents, the school dropout rate is among the highest of all industrialized nations. It is especially acute among African American, American Indian, and Latino adolescents living in poverty.[10]

[1] U.S. Bureau of the Census. (1991). *Current population reports, series P-20, no. 450: Marital status and living arrangements-March 1990.* Washington, DC: U.S. Government Printing Office.

[2] Children's Defense Fund. (1994). *The state of America's children 1994.* Washington, DC: Author.

[3] U.S. Congress, Office of Technology Assessment. (1991). *Adolescent health, volume III: Crosscutting issues in the delivery of health and related services, OTA-H-467.* Washington, DC: U.S. Government Printing Office.

[4] See note 3.

[5] Gans, J.E. (1990). *America's adolescents: How healthy are they?* Volume I, AMA Profiles of Adolescent Health Series. Chicago: American Medical Association.

[6] American Medical Association. (1990). *Healthy youth 2000: National health promotion and disease prevention objectives for adolescents.* Chicago: Author.

[7] See note 2.

[8] Centers for Disease Control and Prevention. (1993). *Mortality trends, causes of death, and related risk behaviors among U.S. adolescents.* Atlanta: Author.

[9] The Center for Strategic and International Studies. (1992). *The CSIS strengthening of America commission: First report.* Washington, DC: Author.

[10] See note 9.

THE POTENTIAL OF COMMUNITY ORGANIZATIONS TO SUPPORT YOUTH DEVELOPMENT

OMMUNITY PROGRAMS ARE A VASTLY UNTAPPED RESOURCE FOR MEETING NEEDS ARTICULATED BY YOUNG ADOLESCENTS. TEENAGERS KNOW WHAT THEY LIKE AND WHAT THEY WANT. THEY VOICE A DESIRE FOR REGULAR CONTACT WITH TRUSTED ADULTS WHO LISTEN TO AND RESPECT THEM; MORE OPPORTUNITIES TO SERVE THEIR COMMUNITIES; SAFE PLACES THAT PROTECT THEM FROM THE SCOURGE OF DRUGS AND VIOLENCE; AND ATTRACTIVE ALTERNATIVES TO GANGS AND THE LONELINESS MANY NOW EXPERIENCE.

Through community-based youth programs, adolescents learn to set and achieve goals, compete fairly, cope with victory and defeat, and resolve disputes peaceably. They acquire life skills: the ability to communicate, make decisions, and solve problems. They can put school-learned knowledge to use, for example, by working as interns in museums, aiding the elderly, or tutoring young children. Their visible contributions provide them with a powerful sense of identity, respected accomplishment, and belonging to a valued group.

Community organizations play a vital role in fostering healthy youth development. Despite evidence that youth programs can promote constructive behavior and reduce high-risk behavior, few American communities now seize the opportunity to create or strengthen these programs. More than 17,000 national and local youth organizations operate in the United States. Religious youth groups, sports organizations, adult service organizations, museums, public libraries, and recreation departments also offer community-based youth programs. All these organizations can do much more to meet the needs of young adolescents than they now do.

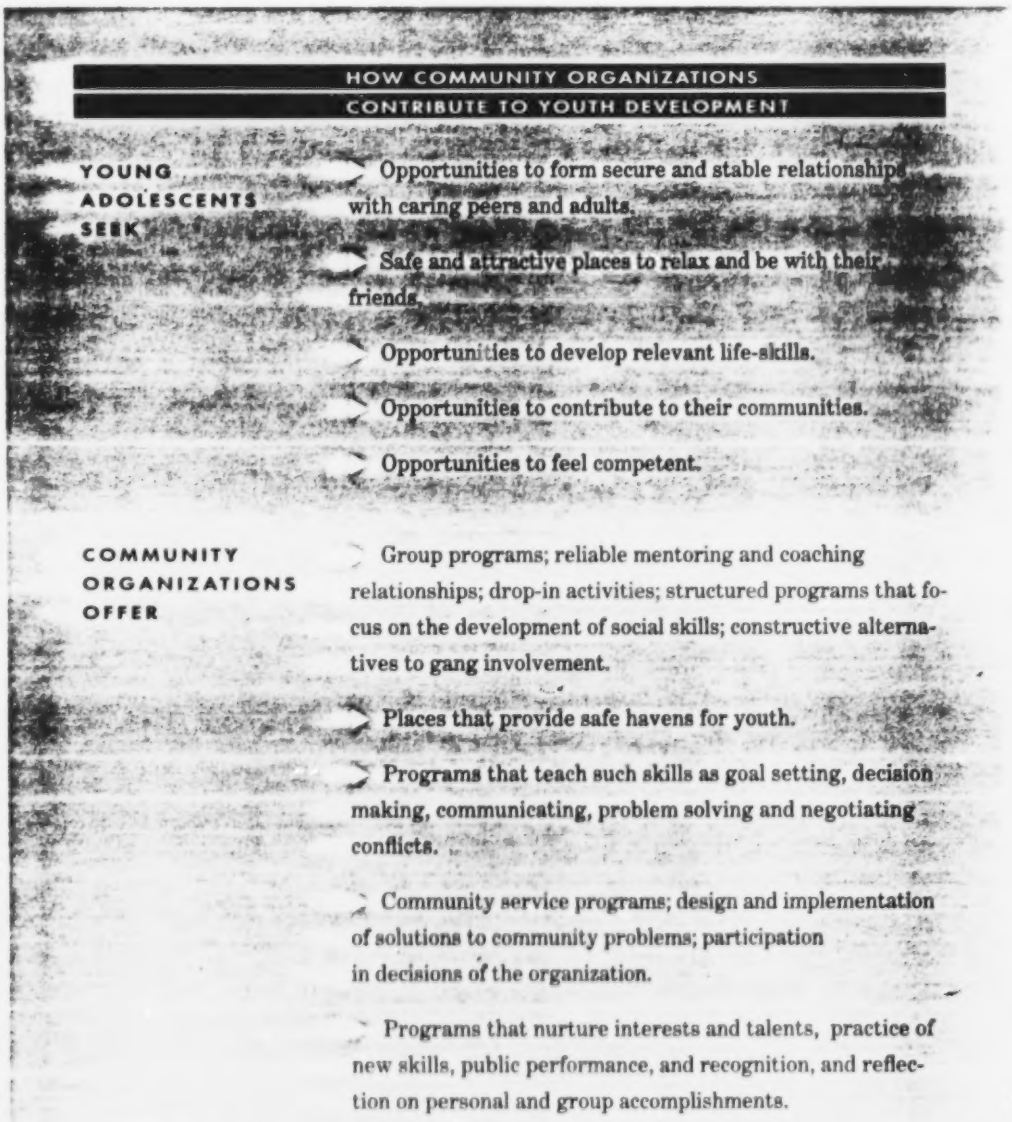
Community-based youth programs possess many assets, including tradition, commitment, diversity, widespread support, and facilities. Many programs, however, are not responding to the interests of young adolescents, and thus fail to attract them after the age of eleven or twelve. These programs tend to serve young people from economically advantaged families and do not reach millions of young adolescents who live in low-income urban and rural communities. Almost thirty percent of young adolescents are not reached by these programs at all.

Many community programs are chronically underfinanced and suffer from the low morale of dedicated staff forced to limit vital services. Recruiting and preparing committed adult leaders—both paid and pro bono—is a constant challenge for these organizations.

The time has come to change these conditions dramatically. Youth-serving agencies, government, and all sec-

tors concerned about youth must join in an effort to expand opportunities for young adolescents when they are out of school and to improve the quality and relevance of out-of-school activities.

The time has come to recognize community organizations committed to youth. While the potential of community organizations to promote youth development is enormous, they have been largely neglected in public debate and policy formation. Community organizations and their programs constitute invaluable resources that can revitalize neighborhoods through partnerships with schools and families to support the education and healthy development of young adolescents.


HOW COMMUNITY ORGANIZATIONS
CONTRIBUTE TO YOUTH DEVELOPMENT
YOUNG ADOLESCENTS SEEK
Opportunities to form secure and stable relationships with caring peers and adults.
Safe and attractive places to relax and be with their friends.
Opportunities to develop relevant life-skills.
Opportunities to contribute to their communities.
Opportunities to feel competent.
COMMUNITY ORGANIZATIONS OFFER
Group programs; reliable mentoring and coaching relationships; drop-in activities; structured programs that focus on the development of social skills; constructive alternatives to gang involvement.
Places that provide safe havens for youth.
Programs that teach such skills as goal setting, decision making, communicating, problem solving and negotiating conflicts.
Community service programs; design and implementation of solutions to community problems; participation in decisions of the organization.
Programs that nurture interests and talents, practice of new skills, public performance, and recognition, and reflection on personal and group accomplishments.

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Many young adolescents are now growing up lacking some essential ingredients of healthy emotional and physical development. Youth organizations and community-based youth development programs can provide young adolescents with social support and guidance, life-skills training, positive and constructive alternatives to hazards, and opportunities for meaningful contributions to the community.

David A. Hamburg
President, Carnegie Corporation of New York
Chair, Carnegie Council
on Adolescent Development

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I am more convinced than ever of the importance of reinventing community, both within our schools and within our neighborhoods. This sense of place, of belonging, is a crucial building block for the healthy development of children and adolescents. And it is especially crucial for young people who are growing up in disadvantaged circumstances—the young people who face the most serious obstacles on the pathway to adulthood.

James P. Comer
Co-Chair, Task Force on Youth Development
and Community Programs

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We can, and must, build on the extraordinary resources already in place: resources that are flourishing in some few instances, but that are usually underfunded, undervalued, and largely unknown; resources that are almost always run by underpaid staff and dedicated individuals and groups of volunteers. We must do everything that is within our power to do, so that all of today's adolescents enjoy equal opportunity to become the workers, parents, and leaders of tomorrow.

Wilma S. Tisch
Co-Chair, Task Force on Youth Development
and Community Programs

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The following six programs attest to the variety of programs supporting the healthy development of young adolescents.

"The main ingredient of our success is that we've stayed close to the community, even as we've grown older and larger," notes Chris Baca, executive director of Albuquerque's Youth Development, Inc. (YDI). Founded in 1968 and incorporated in 1971, YDI has evolved from a single program site to thirteen neighborhood locations and from an initial annual budget of $150,000 to one of $3.6 million in 1991. The organization's current services, which range from after-school recreation to residential treatment, can truly be described as comprehensive, reaching nearly 18,000 young people with some twenty programs last year.

According to Baca, the founders of YDI had a clear vision of "tapping the roots of family tradition" by supporting families and building on their strengths and by responding to the needs of local neighborhoods with caring and compassion.

Specific programs for adolescents include summer youth employment, substance-abuse prevention and treatment, AIDS education, sports and recreation, drop-out prevention, a youth theater troupe, other arts programs (including music, dance, and rap), outreach counseling, GED preparation, scholarship assistance, and several juvenile justice efforts.

Nontraditional staffing patterns contribute to the effectiveness and innovative quality of these programs. Ruben Chavez, director of the Gang Prevention and Intervention Program, now in his mid-thirties, was a gang member when growing up in Los Angeles. "The kids believe me and they trust me," says Chavez. "I can be a bridge between gang members and the community, and between rival gangs, because I've been there." Chavez says his work is directed toward preventing initial gang involvement among younger teens and providing constructive, nonviolent activities for current gang members. In a structured seven-week program gang members become involved in community service, learn nonviolent conflict-resolution skills, visit adult corrections facilities, obtain employment and legal assistance, and receive counseling with family members.

Baca observes that "the constant struggle for funding, the grants that fall through, and the bureaucracies that fail to validate your efforts are all low points. If it weren't for the kids and the top-notch people who work here, I'd have given up long ago."

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BROOKLYN CHILDREN'S MUSEUM PROVIDES SAFE HARBOR AND A CAREER LADDER FOR NEIGHBORHOOD YOUTH

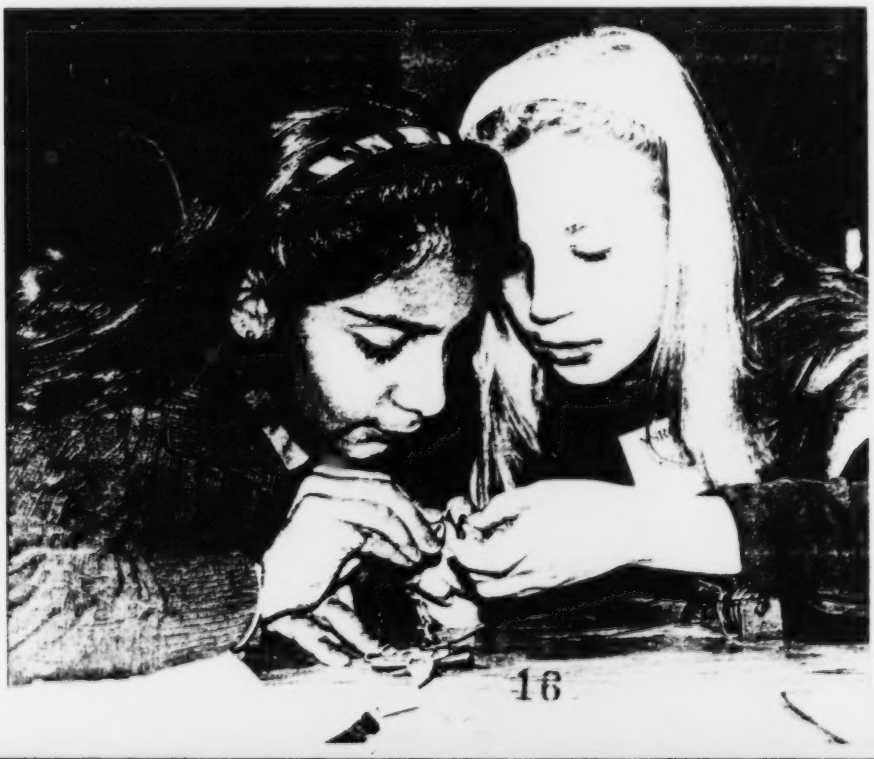
The Brooklyn Children's Museum, one of the first recipients of a Youth ALIVE! Leadership Grant, shows how a museum can successfully attract young adolescents from low-income neighborhoods and offer them useful experiences in healthy development. Founded in 1899, the Brooklyn Children's Museum is believed to be the first museum designed expressly for youth and was one of the first to admit unaccompanied children. It serves about 175,000 young people and their families annually in Crown Heights, New York City's largest minority community, whose 100,000 residents are primarily African American, West Indian, Hispanic, and Hasidim.

Based on ideas drawn from young people themselves, the Museum Team program gives them a chance to become mature and confident adults. Youths aged seven to fifteen who visit the museum on their own can enroll in Kids Crew, which operates afternoons, weekends, holidays, and during school vacations. More than 1,500 young people are members, including about 100 who visit one to four times a week. The next step up is Junior Curators, for ages ten to seventeen, who are trained to assist staff in almost all areas of the museum: twenty Junior Curators at a time participate.

Teen Interns, for ages fourteen to eighteen, enter their first jobs that offer pay and meaningful employment and carry a degree of genuine responsibility. They work part time in the exhibition, education, collection, or administration departments, where they can learn and apply basic and higher-order thinking and problem-solving skills. Fifteen Teen Interns work at the museum, and thirty have "graduated" from the program.

The museum invites families of youth involved in Museum Team to programs conducted during evenings, weekends, and holidays. Each year, the museum presents more than a hundred public performances, events, or workshops that encourage audience participation in music, dance, theater, puppetry, creative writing, and photography. For many adults and their children who attend, it is their first opportunity to participate in the performing arts.

"It's frustrating for staff to work in an underserved community," notes Director of Youth Programs Troy Browne. "The kids have pressing social and emotional needs that sometimes feel overwhelming. So we've concentrated a lot of energy on developing our staff—on enabling them to address kids' real concerns, to mentor them, to facilitate adult-youth partnerships."



TAKIN' IT TO THE STREETS: TEENS ARE FULL PARTNERS IN PHOENIX RECREATION PROGRAMS

What would it take to coax more than 200 teenagers to come to a meeting at 8:30 on a Saturday morning? City officials in Phoenix, Arizona, found out. They offered young people, aged thirteen to nineteen, an opportunity to advise the city's leaders, including its mayor, on youth issues as part of a day-long Teens in Living Color Conference sponsored by the Phoenix Parks, Recreation, and Library Department. They also offered food (lots of it—breakfast, lunch, and dinner), music, workshops, a fashion show, and several breaks to allow participants time to socialize with one another.

The conference was part of the City Streets Program that was initiated in 1985 by citizens of West and Southwest Phoenix who were concerned that "local teens had too much idle time and not enough constructive things to do," according to Raul Daniels, City Streets' teen coordinator. The program's characteristics include:

Active youth participation in planning and implementation;

Varied locations;

Interesting, challenging, fun activities;

Extended hours;

Ongoing assessment, including feedback from teens; and

Collaboration between the parks department and other community agencies.

City Streets, now citywide, sponsors rap sessions on teen issues, teen councils, career fairs, health fairs, drug education, dance troupes, modeling, cooking, Nintendo tournaments, D.J. lessons, talent shows, fashion shows, teen festivals, and custom car and truck shows—in addition to ongoing sports and recreation programs. These events are held at parks and recreation centers and at other popular teen hang-outs such as shopping malls, civic centers, and area high schools. Many of the recreation department's own centers are open seven days a week, often until 10:00 P.M., and special summer programs for older teens (aged fifteen and up)—called Midnight Madness—run from 10:00 P.M. until 1:00 A.M. at some locations.

A fifteen-member Teen Advisory Board participates in program planning and in facility reviews and advises the adult board and director of the Phoenix parks department. The chair of the Teen Advisory Board serves ex officio on the adult board.

A new experiment works in partnership with the Arizona Cactus Pine Girl Scout Council. A mobile teen center visits ten Phoenix neighborhoods that have been identified as having high rates of gang violence, substance abuse, and truancy. The mobile program currently offers recreation and limited computer skills programs and will eventually offer job training and assessment and bilingual health education.

According to Eddie Villa, City Streets coordinator, active teen involvement is the key to the success of City Streets: "We listen to kids and take their ideas seriously. Teens are full partners in everything we do."

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BLACK CHURCHES SUPPORT YOUTH DEVELOPMENT THROUGH PROJECT SPIRIT

Since 1978 the Congress of National Black Churches (CNBC) has worked to build on and strengthen the Black church's ministry by serving as an organizational umbrella for the eight major Black American religious denominations. Headquartered in Washington, D.C., CNBC represents approximately 19 million African Americans in more than 65,000 local churches.

CNBC seeks to harness the historical willingness of Black churches to respond to not only the spiritual, but also the economic and social, needs of the Black community. The organization launched its first major national demonstration effort—Project SPIRIT—in 1986, with funding from Carnegie Corporation of New York and the Lilly Endowment. Project SPIRIT, which stands for Strength, Perseverance, Imagination, Responsibility, Integrity, and Talent, aims to instill those very qualities in African American youth. The typical young person enrolled is an underachiever—bored with the traditional school setting, earning low grades, and already experiencing discipline problems. The project focuses on three target populations: young people, parents, and Black pastors.

The youth component revolves around daily after-school programs conducted in church facilities by elder volunteers. Program activities include:

Snacks, prayer, and time for meditation;

Tutoring in reading, writing, and mathematics;

Activities that teach practical life skills through games, skits, songs, and role-playing;

Activities aimed at developing Black cultural and ethnic pride; and

A weekly rites-of-passage curriculum that culminates in an end-of-the-year ceremony.

Parents participate in weekly education sessions based on *Systematic Training for Effective Parenting* but adapted to be more culturally relevant to Black parents. This Afro-centric approach to parent education aims not only to give information on child development and effective parenting techniques but also to help parents become strong advocates for their children both at school and in the community.

The Pastoral Counseling Training Component of Project SPIRIT provides pastors and clergy of participating churches with a fifteen-session workshop designed to help them become more effective in the care, education, and guidance of African American youth. Because this type of training is missing from most seminaries and in-service education programs for Black ministers, it is a critical component of Project SPIRIT.

Over the lifetime of the demonstration, Project SPIRIT has served more than 2,000 youth and their parents in Atlanta, Oakland, and Indianapolis. Since the demonstration, the project has been replicated in Kokomo, Savannah, Washington, D.C., and several communities in northern California.

PARENTS ARE KEY TO CHALLENGERS' SUCCESS

For twenty-four years parents of children in a low-income South-Central Los Angeles neighborhood have helped shape, staff, and finance a remarkably successful youth service organization—Challengers Boys and Girls Club.

The club serves more than 2,200 young people aged six to seventeen each year. The club operates from 7:00 A.M. to 7:00 P.M. seven days a week and has served more than 25,000 youths since it was founded in 1968 by current Executive Director Lou Dantzler. Alumni have entered Cornell, UCLA, and Yale and include Los Angeles Dodger Eric Davis and *Boyz N the Hood* producer John Singleton.

As one measure of its standing in the community, the large club building was untouched in the April 1992 riots in South-Central Los Angeles, even though facilities surrounding it were extensively damaged.

Dantzler notes that parents are the key to Challengers' success. Parents in the Creative Services Program, which focuses on gang prevention and recruits first-time juvenile offenders aged ten to seventeen, teach photography, arts and crafts, wood shop, sports, and computer literacy.

Programs have evolved over the years as a result of parental involvement, according to Director of Community Programs John Kotick. "The program is all homegrown," he says, "the product of our existing relationship with the parents over twenty-four years. It worked out over a long period."

In Operation Safe Streets (OSS), parents provide after-school transportation and social support services for elementary school-age children. This team effort involves parents, the Los Angeles Police Department, eighteen elementary schools, and the club. OSS daily transports more than 1,600 youth to the club for supervised activities that include instruction in street safety, educational supports to deter dropping out, and health classes on basic physiology, sexually transmitted diseases, and drug and alcohol avoidance.

Parents help according to their talents and interests. They may assist in administration, staff the after-school snack bar, chaperone field trips, run fund-raising events, or help with homework. One knowledgeable parent teaches computer operation on IBM-donated equipment. Parents coach teams or travel to games, pass out refreshments, and wash uniforms.

More than 200 parents are involved in club activities every month, and from thirty-five to forty are at the club on any given day. They wear identification badges so young people know whom to seek out for help. Single parents, grandparents, foster parents, aunts and uncles, and other adult guardians are encouraged to participate.

Parents are required to volunteer for eight hours a month as long as they have a child enrolled in Challengers. When parents enroll their children, staff meets with the parents to explain rules, programs, and the importance of parental involvement. Parents pay an annual fee of $20 per child and agree to donate time to the club on a regular basis. Parents and their children sign a contract that spells out mutual responsibilities and provides guidelines of dress and conduct. "Once we had to call parents to volunteer," says Club Office Manager Bridget Iserhein. "Now, the parents call here and ask what they can do."

POWERFUL PARTNERS FORM NEW COMMUNITY COLLABORATION

When the country's largest school system joined forces with one of the nation's oldest and largest human service agencies to launch three new community schools in the Washington Heights–Inwood section of New York City, that event was significant enough to make the front page of *The New York Times*. But the news coverage about the partnership between the New York City schools and the Children's Aid Society (CAS) failed to report the most radical element of its design: the fact that these two New York institutions worked in full partnership on all aspects of the initiative, including planning of the facilities and services, fund raising, public relations, and day-to-day operations. Unlike many school-community partnerships, which see agencies' programs brought into existing schools on a piecemeal basis, the Washington Heights–Inwood experiment offers a new model for both process and outcome. The process is a fully collaborative approach, and the outcome is an innovative, comprehensive youth and family development center.

These new community schools focus on excellence in mathematics, reading, social studies, and science. This content is reinforced through community experiences such as service projects and internships. The core curriculum is organized around three themes—community service, business/ enterprise, and science/technology—and uses interdisciplinary teaching teams, peer tutoring, partnerships with older students and senior citizens, community residents as guest lecturers, parental involvement, and flexible grouping of students.

These community schools offer health services, preschool programs, day care, recreation, mental health counseling, food and nutrition programs, medical referrals, tutorial assistance, leadership development training, drug and teen pregnancy prevention counseling, sports and fitness programs, day camping programs, visual and performing arts, emergency assistance for homeless families, and adult education specifically tailored to residents' needs (English as a second language training, parent education, immigrant rights, and tenant rights). These services are offered twelve months a year, six days a week, from 7:00 A.M. until 9:00 P.M.

In the Washington Heights–Inwood initiative, the society has teamed up with local community groups, such as Alianza Dominicana, in sponsoring after-school programs for young adolescents. Such additional collaborations are critical in tailoring programs to the needs of area residents, most of whom are recent Dominican immigrants.

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STRENGTHENING COMMUNITY PROGRAMS FOR YOUTH

COMMUNITIES MUST BUILD OR RENEW THEIR NETWORKS OF AFFORDABLE, SAFE, AND CHALLENGING YOUTH DEVELOPMENT PROGRAMS. TEN PRINCIPLES ARE VITAL FOR SUCCESSFUL YOUTH PROGRAMS, WHETHER THEY BE NATIONAL ORGANIZATIONS OR GRASS-ROOTS COMMUNITY CENTERS, SPORTS CLUBS, RELIGIOUS YOUTH GROUPS OR PROGRAMS OPERATED BY MUSEUMS, ARTS AND CULTURAL ORGANIZATIONS, ADULT SERVICE CLUBS, LIBRARIES, AND PARKS AND RECREATION DEPARTMENTS.

Program developers must listen to the views of young adolescents and involve them actively in planning programs. Young people respond with enthusiasm to programs that reflect their input; they may shun programs that adults plan without them. In designing relevant activities, community youth programs should tackle controversial issues when young adolescents want help in dealing with these issues. Many adolescents are seeking accurate information on their sexuality, sexually transmitted diseases including AIDS, coping with racism and violence, and developing skills for the workplace.

COMMUNITY YOUTH ORGANIZATIONS SHOULD:

TAILOR THEIR ACTIVITIES TO INTEGRATE THE REQUIREMENTS OF ADOLESCENT DEVELOPMENT WITH ADOLESCENTS' INTERESTS

Programs should address universal requirements of adolescents in their communities such as:

- HEALTH AND PHYSICAL WELL-BEING: health promotion, including substance abuse, sexuality and AIDS education; sports and physical fitness.
- PERSONAL AND SOCIAL COMPETENCE: life and relationship-skills training including conflict resolution, decision making, individual and group counseling, peer education, mentoring, preparation for parenthood, and sexual abuse prevention.
- COGNITIVE AND EDUCATIONAL COMPETENCE: tutoring, homework clinics, English as a second language, communication and computer skills.
- PREPARATION FOR WORK: career awareness, technical training, internships, summer job placements, and paid employment within youth organizations themselves.
- LEADERSHIP AND CITIZENSHIP: community service, leadership-skills development, youth advisory boards, and civics education.

RECOGNIZE, VALUE, AND RESPOND TO THE DIVERSE BACKGROUNDS AND EXPERIENCES OF YOUNG ADOLESCENTS

Young adolescents are exploring and forming their identities. They seek acceptance and encouragement on the basis of who they are—their gender, ethnicity, and culture. For example, many girls frequently express a preference for some separate-gender programs, particularly in sports, sexuality education, and interpersonal relationships. Youth organizations can address gender stereotyping by encouraging the development of community service and arts for boys, and sports and science for girls.

Contemporary American young adolescents represent a rich array of racial and cultural backgrounds. Some youth organizations are experimenting with rites of passage for adolescents that build on values and ceremonies of particular ethnic groups. Community youth organizations should offer programs that respect diversity in culture and seek points of commonality and shared experience. They have a crucial role in helping young adolescents learn about, understand, and cope with the historical and contemporary tensions inherent in a pluralistic and democratic society.

ATTRACT UNDERSERVED ADOLESCENTS, ESPECIALLY THOSE FROM LOW-INCOME NEIGHBORHOODS

Many young adolescents who live in resource-poor neighborhoods are more likely to benefit from strong youth development programs. Yet they are the very youth who have least access to such programs. These adolescents face substantial risks associated with poverty or low-income status.

Program staff can develop effective strategies to assist young people from low-income families to gain access to programs. For example, community organizations can locate programs where youth live or congregate such as public housing, ensure safety to and in programs, provide responsible adult role models and transportation, implement job-skills programs, and offer paid employment.

COMPETE ACTIVELY FOR YOUNG ADOLESCENTS' TIME AND COMMITMENT

Young people often cite friends and fun as reasons why they are attracted to programs during out-of-school hours. Community youth programs can offer young adolescents ample opportunities to be with and make friends and enjoy themselves. They can provide appealing programs such as organized sports and visual and performing arts, as well as places for privacy and relaxation. They can convey information in ways that involve adolescents as active participants, such as hands-on education, cooperative learning, and peer tutoring. Programs should aim for greater consistency in youth participation, both within a year and across years.

Many programs do not adequately acknowledge the power of youth gangs in meeting adolescents' requirements for a sense of belonging to a valued group, security, and competence. Community youth programs can be real alternatives to gangs by communicating high expectations and clear rules for participants by providing symbols of belonging such as T-shirts or membership cards, and building strong group identity. The accomplishments of young people can be recognized regularly through ceremonies, public performances, and certificates of accomplishment.

STRENGTHEN THE DIVERSITY OF THEIR ADULT LEADERSHIP

Youth organizations report that young people's response to the adults who work with them is the single most critical factor in the success of any program. Yet many programs experience high staff turnover because of low salaries and lack of support for staff working in demanding and difficult situations. Teens consistently express the desire for stable, competent, and caring adults who listen to and respect them, and whom they can trust. Community youth organizations can recruit, supervise, and prepare dedicated high-quality adult leaders from diverse backgrounds—both as paid employees and volunteers—by reaching out to community organizations, businesses, colleges and universities, churches, and senior citizen groups.

ENHANCE THE ROLE OF YOUNG PEOPLE AS VALUED RESOURCES IN COMMUNITY PROGRAMS

Youth organizations can offer more young adolescents opportunities to feel valued and effective through community and youth service. Teens report that they feel pride and a sense of accomplishment when they help care for the elderly or disabled, feed the homeless, or improve neighborhood housing and streets. Youth programs can offer opportunities to develop leadership skills through youth advisory boards, involvement in local government, or operation of the organization itself.

SERVE AS VIGOROUS ADVOCATES FOR AND WITH YOUTH

Young adolescents do not vote, cannot be heard in political debate, and command no power that reflects their critical importance to the nation. The youth of a community need the strong commitment of advocates to shape and enact local and national educational and economic policies that foster healthy adolescent development. Every level of government should encourage, coordinate, and finance comprehensive and integrated youth programs.

SPECIFY AND EVALUATE THEIR INFLUENCES ON ADOLESCENTS

Successful programs evolve through testing and changing their approaches to meet new and emerging needs. But good intentions are not enough. Programs that conduct well-designed and careful evaluations are more likely to achieve their goals. To that end, community programs should specify what outcomes to measure, such as changes in knowledge, attitudes, skills, and behaviors among the adults and adolescents involved.

Program developers should construct valid and reliable ways to determine whether activities or interventions produce desired goals. They may find it useful to work with evaluation specialists from other institutions, including universities and nonprofit technical assistance organizations. Every community youth program can incorporate an appropriate level of evaluation into its design and assess the effectiveness of its programs with young adolescents.

ESTABLISH SOLID ORGANIZATIONAL STRUCTURES, INCLUDING ENERGETIC AND COMMITTED BOARD LEADERSHIP

Effective programs are usually the product of stable, well-governed, and well-managed organizations. Successful youth organizations employ basic management techniques such as day-to-day and strategic planning, financial control, and staff development. Strong board leadership can generate policies designed to reach out to underserved adolescents and establish partnerships with staff to obtain diversified, flexible, and reliable funding.

REACH OUT TO A WIDE RANGE OF KEY COMMUNITY PARTNERS TO FOSTER YOUTH DEVELOPMENT

Americans have witnessed the widespread erosion of supportive communities for their young people. It is now time to rebuild. Many sectors of the society must be involved in a renewed national initiative to turn the out-of-school hours into rich resources for the full educational and healthy development of young adolescents. A broad-based network of partners will be essential to meet the enduring requirements of adolescent development in our transformed communities.

FAMILIES

In consultation with young adolescents, parents and families can be constructive influences in helping them make wise choices about how they use their time. Community youth organizations should institute outreach efforts to parents to ensure their participation by providing opportunities for informal meals and social events, child care, parenting classes, and transportation. Parents can be vital partners with community youth organizations by:

- Volunteering as leaders, board members, or fund raisers
- Participating in family and parent programs offered by youth organizations such as workshops with or without adolescents, parent support groups, and fieldtrips
- Being advocates for their own and their community's youth in local, state, or national forums or organizations.

SCHOOLS

How young adolescents spend their out-of-school time affects their success in school and their future. Schools and community organizations are forging alliances in response to changed neighborhood and family conditions. Whether they are called community or full-service schools, the result is a strong supportive system for youth in school facilities from early morning into the evening hours. Schools can be vital partners with youth organizations by:

- Recognizing joint opportunities to apply and extend what is learned in schools
- Expanding their operating hours and enabling community groups to use school facilities before, during, and after school hours, including weekends and summer
- Communicating high expectations for students' use of out-of-school time and assisting them with their families in making constructive choices.

HEALTH AGENCIES

Working with community-based organizations, health agencies can address the unmet health needs of many young adolescents. Heal... ...d mental health organizations can:

- Assist youth organizations in developing or extending their health and fitness programs, including the promotion of health and prevention of diseases
- Institute referral systems to increase adolescents' access to appropriate health and preventive mental health services
- Provide community-based programs for youth, including peer health counselors, individual and group counseling, and parent education workshops.

HIGHER EDUCATION AND RESEARCH INSTITUTIONS

Community colleges, four-year colleges, and universities have much to contribute and to gain from partnerships with community programs for youth. These institutions and research and evaluation organizations can improve the effectiveness of youth programs through joint program development and evaluation studies. In turn, youth programs can be valuable laboratories for testing research-based interventions and extending our knowledge about development during the adolescent years.

Higher education and research institutions can collaborate with community youth programs by:

- Identifying what works in programs through improved approaches to process and outcome evaluations
- Strengthening the preparation of youth professionals and volunteers
- Developing and implementing innovative programs responsive to the needs of youth.
- Conducting joint programs that involve college students in community service in youth organizations.

BUSINESSES

Business enterprises have a keen interest in their community's quality of life, including good schools, safe neighborhoods, and a skilled workforce. They can contribute to enhancing their communities by working with community youth organizations to:

- Provide internship and employment programs in areas near corporate plants and other facilities
- Enlist executives to assist youth organizations in strategic planning and management
- Encourage business employees to volunteer their time to youth organizations through release or flextime arrangements.

PUBLIC AND PRIVATE FUNDERS

Funding priorities and mechanisms have a powerful influence on the capacities of community organizations to support youth development. Public and private funders, including local United Ways and other federated campaigns, community and national foundations, corporations, and government must continue to find ways to work together at the neighborhood level to:

- Strengthen and stabilize the funding base for youth programs
- Shift from problem-specific funding to support for comprehensive youth development programs that meet the requirements of healthy adolescent development
- Target resources to underserved low-income areas
- Fund professional development of youth workers and program evaluations.

GOVERNMENT

Local, state, and federal policies play a critical role in supporting or failing to support youth development. These governments should:

- Coordinate policies for young adolescents by enabling communities to take comprehensive youth development versus problem-specific approaches to education, health, and human services
- Give priority to locally generated solutions that address community needs
- Target programs to youth in low-income urban and rural areas who will benefit greatly from these programs.

MEDIA

The media—television, radio, magazines, newspapers, and film—can be one of this nation's most potent forces in improving public understanding about the requirements of healthy youth development. Public opinion is often shaped by what Americans see, read or hear through the media. These opinions, in turn, influence policy debates and legislation.

The media can contribute to youth development by:

- Expanding coverage of constructive youth activities, including program and legislative initiatives
- Increasing the publication or broadcasts of editorial opinions, news stories, and videos written or produced by young people themselves
- Publicizing available activities to young adolescents and their families.

A TIME FOR ACTION

ALL AMERICANS HAVE A VITAL STAKE IN THE HEALTHY DEVELOPMENT OF TODAY'S YOUNG ADOLESCENTS, WHO WILL BECOME TOMORROW'S PARENTS, WORKERS, AND CITIZENS. THE NATION CANNOT AFFORD TO RAISE ANOTHER GENERATION OF YOUNG ADOLESCENTS WITHOUT THE SUPERVISION, GUIDANCE, AND PREPARATION FOR LIFE THAT CARING ADULTS AND STRONG COMMUNITY ORGANIZATIONS ONCE PROVIDED AND AGAIN CAN PROVIDE.

BUT COMMUNITY ORGANIZATIONS CANNOT DO THE JOB ALONE. THE TASK FORCE ON YOUTH DEVELOPMENT AND COMMUNITY PROGRAMS URGES KEY PARTNERS TO JOIN FORCES TO RELEASE THEIR COMBINED POTENTIAL FOR REVIVING THE EXPERIENCE OF BELONGING TO COMMUNITIES WHERE ALL CAN THRIVE. YOUNG ADOLESCENTS, WORKING WITH THESE PARTNERS COMMITTED TO THEIR DEVELOPMENT, CAN TURN OUT-OF-SCHOOL HOURS INTO THE TIME OF THEIR LIVES.

The following ten organizations are useful resources for youth professionals and citizens who are developing or expanding their programs during the out-of-school hours. In addition, many national youth organizations provide technical assistance, training, and perform clearinghouse functions. Together they represent a national network of resources for individuals working in youth development.

AMERICAN LIBRARY ASSOCIATION
YOUNG ADULT SERVICES DIVISION
50 EAST HURON STREET
CHICAGO, ILLINOIS 60611

Public libraries, in addition to lending books, provide college and career information, reader advisory services for schools, personal computers, loans of videocassettes for adolescents, summer reading programs, story hours, and reading lists. Libraries can address adolescents' needs by providing programs that include library-based clubs, self-care and self-reliance courses, drop-in activities, paid employment, and volunteer opportunities such as working with younger children. Libraries can conduct outreach campaigns to raise awareness of library and community resources for teens.

Telephone: 1-800-545-2433, extension 4390
Fax: (312) 664-7459
Contact: Linda Waddle, Deputy Executive Director

ASSOCIATION OF SCIENCE-TECHNOLOGY CENTERS (ASTC)
YOUTH ALIVE! INITIATIVE
1025 VERMONT AVENUE, N.W., SUITE 500
WASHINGTON, D.C. 20005-3516

The Youth Alive! (Youth Achievement through Learning, Involvement, Volunteering, and Employment) initiative aims to enhance the capacity of science centers and youth museums to reach adolescents, ages 10 to 17 years old, particularly those who are economically disadvantaged. The initiative provides opportunities for hands-on learning, volunteer work, and paid part-time work. Museums in over thirty cities have organized a network and are assisting one another in developing and expanding their youth programs. Most programs are developed and implemented in partnership with a community-based organization.

Telephone: (202) 783-7200
Fax: (202) 783-7207
Contact: DeAnna B. Beane, Project Director

CENTER FOR EARLY ADOLESCENCE

UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL

D-2 CARR MILL TOWN CENTER

CARRBORO, NORTH CAROLINA 27510

Established in 1978, the Center for Early Adolescence promotes the healthy growth and development of young adolescents in their homes, schools, and communities. The center provides information services, research, training, technical assistance, and leadership development for those who guide 10-to 15-year olds. The center provides research-based information about and referrals to exemplary programs. Center staff members are calling attention to the needs of adolescents during the out-of-school hours, and identifying, observing, and documenting high-quality afterschool programs for young adolescents.

Telephone: (919) 966–1148
Fax: (919) 966–7657
Contact: Frank A. Loda, M.D., Director

CENTER FOR YOUTH DEVELOPMENT AND POLICY RESEARCH

ACADEMY FOR EDUCATIONAL DEVELOPMENT

1255 23RD STREET, N.W., SUITE 400

WASHINGTON, D.C. 20037

Founded in 1961, the Academy for Educational Development (AED) is an independent, nonprofit organization that addresses human development needs throughout the world. In 1990, the Academy established the Center for Youth Development and Policy Research in response to a compelling need to define and promote national and community strategies for positive youth development. The Center works to ensure the well being of disadvantaged children and youth in the United States. It searches for new solutions to youth problems by strengthening national, state, local and community leaders' capacity to develop policies, programs, and standards for practice that are supportive of young people.

Telephone: (202) 884–8000
Fax: (202) 884–8404
Contact: Karen Johnson Pittman, Senior Vice President, AED, and Director, Center for Youth Development

CHILDREN'S AID SOCIETY

105 EAST 22ND STREET

NEW YORK, NEW YORK 10010

The Children's Aid Society is one of the country's oldest social welfare agencies. In 1989, the New York City Board of Education, Community School District 6, and the Children's Aid Society became partners in the creation of a full-service community middle school, I.S. 218, in the Washington Heights section of New York. This school serves approximately 1,200 students, most of whom are Hispanic/Latino and poor. It is organized into four academies of 300 students, each a self-contained unit on a separate floor. I.S. 218 is open from early in the morning until late at night, six days a week, year round. A full medical and dental clinic serves the students and their families. The afterschool program provides activities representing the priorities of the four academies—mathematics, science, and technology; business; expressive arts; and community service. Adult and family services are also offered. The Children's Aid Society is currently establishing a technical assistance capacity and clearinghouse that will offer information and assistance to those interested in establishing similar schools elsewhere.

Telephone: (212) 949–4917
Fax: (212) 460–5941
Contact: Philip Coltoff, Executive Director

CHILDREN'S DEFENSE FUND

25 E STREET, N.W.

WASHINGTON, D.C. 20001

The Children's Defense Fund (CDF) was established in 1973, to focus public attention on and advocate for programs and policies affecting the well-being of poor, minority, and disabled children. It focuses on health, education, child welfare, mental health, child care, adolescent pregnancy, family income, and youth employment. CDF collects and disseminates information and provides technical assistance to other child advocates, service providers, policymakers in the public and private sectors, and the media. It monitors state and federal policies on issues that affect children and families and brings class-action suits in selected cases. CDF provides information to the public and to special audiences through press conferences, testimony before legislative bodies, speeches, publications, special meetings, and an annual conference that attracts leaders from across the United States.

Telephone: (202) 628–8787
Fax: (202) 662–3510
Contact: Cliff Johnson, Director of Programs and Policy

THE CONGRESS OF NATIONAL BLACK CHURCHES, INC.

1225 EYE STREET N.W., SUITE 750

WASHINGTON, D.C. 20005-3914

The Congress of National Black Churches, established in 1978 to foster cooperation among the historically Black religious denominations, now includes more than 65,000 churches representing more than 19 million African Americans. Project SPIRIT is an interdenominational after-school program operating in 55 churches in five states—California, Georgia, Indiana, New York, and Minnesota—and the District of Columbia. The program has served more than 2,000 children, ages six to twelve, with tutorials aimed at strengthening their skills in reading, writing, and arithmetic and in building their self-esteem. It also organizes Saturday programs for parents and children and provides parent education programs stressing child and adolescent development, parent-child communication, discipline, and financial management.

Telephone: (202) 371-1091
Fax: (202) 371-0908
Contact: B. J. Long, Acting Project Director

NATIONAL CENTER FOR SERVICE LEARNING IN EARLY ADOLESCENCE

CASE/CUNY GRADUATE CENTER

25 WEST 43RD STREET

NEW YORK, NEW YORK 10036-8099

The National Center for Service Learning in Early Adolescence (NCSLEA) works to promote service learning for all young adolescents, ages 10 to 15 years old. The Helper Program is the Center's action arm and its testing ground for innovative programs designed to help young people discover that they can improve the quality of life in their communities. The Center creates materials, provides training and technical assistance, and is building a database that describes more than 150 national program models to support practitioners. The Helper Program creates opportunities for young adolescents to provide significant assistance in after-school programs for children, at senior centers, and in environmental, neighborhood improvement, and tutoring programs. In all Helper Programs, every student participates in weekly reflection seminars based on curricula developed by the Center and led by trained adults.

Telephone: (212) 642-2946
Fax: (212) 354-4127
Contact: Alice L. Halsted, Executive Director

NATIONAL COALITION OF HISPANIC HEALTH AND HUMAN SERVICE ORGANIZATIONS (COSSMHO)

1501 16TH STREET, N.W.
WASHINGTON, D.C. 20036

COSSMHO was founded in 1973 by a group of mental health professionals who sought to improve community-based services for Hispanics. COSSMHO sponsors community-based programs and interventions, supports university-based research, identifies policy concerns, develops and adapts materials, and trains Hispanic professionals and leaders. Ongoing national programs for youth include AIDS education, prevention of alcohol and substance abuse, prevention of child and sexual abuse, and adolescent pregnancy prevention. COSSMHO conducts national demonstration programs, serves as a source of information and technical assistance, and conducts policy analysis. COSSMHO works with community organizations in targeting local problems and in crafting culturally-sensitive solutions. COSSMHO maintains Hispanic Health Link, a computer bulletin board, to disseminate information to over 350 agencies throughout the United States.

Telephone: (202) 387–5000
Fax: (202) 797–4353
Contact: Jane L. Delgado, President and Chief Executive Officer

SCHOOL-AGE CHILD CARE PROJECT

CENTER FOR RESEARCH ON WOMEN
WELLESLEY COLLEGE
WELLESLEY, MASSACHUSETTS 02181-8259

Since 1979, the School-Age Child Care Project at the Center for Research on Women at Wellesley College has been a national resource, clearinghouse, and disseminator of information on school-age child care. The project conducts research, provides technical assistance, offers training workshops and institutes for individuals and groups interested in starting or improving programs. The project has developed *Assessing School-Age Child Care Quality (ASQ)*, a resource that uses self-assessment instruments to assist with program improvement. *School-Age Child Care: An Action Manual for the 90s and Beyond* (1993), a widely used resource for program developers and policymakers provides examples of model programs, and presents guidance on the financing, staffing, and evaluation of local initiatives.

Telephone: (617) 283–2547
Fax: (617) 283–3657
Contact: Michelle Seligson, Director

APPENDIX A

METHODS OF THE STUDY

The healthy development of young adolescents (ages 10–15 years) represents a longstanding concern of the Carnegie Council on Adolescent Development, an operating program of Carnegie Corporation of New York. In 1990, the Council established a Task Force on Youth Development and Community Programs to assess the potential of national and local youth organizations and their key partners to contribute to youth development.

The task force faced considerable challenges in determining ways to approach its data gathering activities. Youth development organizations have been understudied and their current and longterm effects on adolescents are not well known. The co-chairs, Dr. James Comer and Wilma (Billie) Tisch, the twenty-six task force members, and Carnegie staff employed a variety of methods to acquire information about the subject: focus groups with young adolescents; interviews with experts, including the board and staff directors of national youth organizations and researchers and local program operators; twelve commissioned papers on topics ranging from cross-national perspectives on youth development to funding of youth work in this country; and an extensive literature review that included both published and unpublished materials from a wide variety of social science fields.

Over the two-year period, the task force met six times, and individual members volunteered to conduct organizational interviews and participate in various subcommittees. All members of the task force reviewed drafts of the final report that synthesized their findings and made recommendations.

The aim of *A Matter of Time* and this abridged version is to contribute to greater understanding of the current and potential roles of youth organizations to create strong and effective approaches that facilitate the healthy development of American youth. Toward that aim, this abridged version was prepared to aid staff and board members in youth organizations who are working in communities across the nation.

APPENDIX B

PAPERS COMMISSIONED FOR THE TASK FORCE ON YOUTH DEVELOPMENT AND COMMUNITY PROGRAMS

1. *Adult Service Clubs and Their Programs for Youth.* Ann K. Fitzgerald and Ann M. Collins. August 1991.

2. *Building Supportive Communities for Youth: Local Approaches to Enhancing Youth Development.* Raymond O'Brien, Karen Pittman, and Michele Cahill. November 1992.

3. *Community-based Youth Services in International Perspective.* Michael Sherraden. January 1992.

4. *Funding Patterns of Nonprofit Organizations that Provide Youth Development Services: An Exploratory Study.* Leonard W. Stern. February 1992.

5. *Gender Issues in Youth Development Programs.* Heather Johnston Nicholson. February 1992.

6. *Overview of Youth Recreation Programs in the United States.* Christen Smith. September 1991.

7. *An Overview of Youth Sports Programs in the United States.* Vern Seefeldt, Martha Ewing, and Stephan Walk. November 1992.

8. *The Quiet Revolution: Elder Service and Youth Development in an Aging Society.* Marc Freedman, C. Anne Harvey, and Catherine Ventura-Merkel. September 1992.

9. *Racial, Ethnic, and Cultural Differences in Youth Development Programs.* Linda A. Camino. August 1992.

10. *A Rationale for Enhancing the Role of the Non-School Voluntary Sector in Youth Development.* Karen Pittman and Marlene Wright. August 1991.

11. *A Synthesis of the Research on, and a Descriptive Overview of, Protestant, Catholic, and Jewish Religious Youth Programs in the United States.* Kenda Creasy Dean. February 1991.

12. *Young Adolescents and Discretionary Time Use: The Nature of Life Outside School.* Elliott Medrich. June 1991.

13. *Evaluation of Youth Development Programs.* Summary report of the January 1992 consultation.

14. *Independent Youth Development Organizations: An Exploratory Study.* Nathan Weber. May 1992.

15. *Professional Development of Youthworkers.* Summary report of the May 1991 consultation.

16. *What Young Adolescents Want and Need From Out-of-School Programs: A Focus Group Report.* S. W. Morris & Company. January 1992.

The research papers commissioned for the full report of *A Matter of Time: Risk and Opportunity in the Nonschool Hours* are listed left and can be obtained by contacting ERIC (Educational Resources Information Center) at 1-800-443-3742.

APPENDIX C

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A MATTER OF TIME

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RISK AND OPPORTUNITY IN THE NONSCHOOL HOURS

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EXECUTIVE SUMMARY

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THE CHALLENGE

Young adolescents' experiences of growing up in all the towns and cities of America have changed dramatically. Families, schools, and community organizations, the three pivotal institutions that once met the crucial requirements for adolescents' transition to productive adulthood, have been slow to adapt to new social circumstances.

Fundamental changes in the structure of American families have strained the capacity of parents and kin to provide young people the care and guidance they need to cope with the challenges of daily life. Educational institutions are overwhelmed by societal needs to prepare students for the demands of a high-skilled, information-rich, competitive global marketplace. Community organizations are attempting with diminished resources to renew their commitment to youth. All these changes are most troubling in our nation's neighborhoods of concentrated poverty.

For most young adolescents aged ten to fifteen, the experience of belonging to a community, whether it is found in their families and schools, neighborhoods, houses of worship, or youth organizations, has been compromised: Opportunities to prepare themselves for adult life in the company of trusted adults and supportive peers are wasted. Opportunities for them to belong to a valued group that provides mutual aid and instills a sense of common purpose are lost.

Within a worn fabric of community supports, young adolescents face greater risks to their futures than ever—risks which were unknown to their parents only a generation ago.

FAMILY LIFE FOR ADOLESCENTS HAS CHANGED

Adolescents are more likely to live in diverse family structures than in the past. One in five white adolescents (ages 10–17) grows up in a one-parent family. Fifty percent of black and 30 percent of Latino adolescents live in one-parent families.[1]

Adolescents are more likely to live in poverty. About 27 percent (8.27 million) lived in poor or near poor families in 1988. Certain racial and ethnic minority adolescents are far more likely than white adolescents to be living in poverty: Half of African-American, Latino, American Indian and Alaska Native, and one-third of Asian–American adolescents lived in poor or near poor families in 1988.[2]

ADOLESCENTS FACE GREATER RISKS TO THEIR HEALTH

Fifteen percent of adolescents ages 10–18 have no health insurance coverage. One out of three poor adolescents is not covered by Medicaid.[3]

More adolescents are experimenting with drugs at younger ages, especially before age 15. Seventy–seven percent of eighth graders (most of them fourteen and fifteen) report having used alcohol, and 27 percent report that they have had five or more drinks on at least one occasion within the previous two weeks. Estimates indicate that in the 1950s, less than half of all adolescents used alcohol before entering high school.[3]

[1] U.S. Bureau of the Census. (1991). *Current population reports, series P-20, no. 450. Marital status and living arrangements: March 1990.* Washington, DC: U.S. Government Printing Office.

[2] U.S. Congress, Office of Technology Assessment. (1991). *Adolescent health, volume III: Crosscutting issues in the delivery of health and related services, OTA-H-467.* Washington, DC: U.S. Government Printing Office.

[3] Gans, J. E. (1990). *America's adolescents: How healthy are they?* Volume I, AMA Profiles of Adolescent Health Series. Chicago: American Medical Association.

Adolescents are sexually active at younger ages. About 30 percent of young adolescents (27) percent of girls and 33 percent of boys) report having had sexual intercourse by age fifteen. Sixty percent reported that they did not use any contraception at first intercourse.[4]

From 1973 to 1987, the pregnancy rate for young adolescents increased 23 percent.[5]

Sexually transmitted diseases (STDs) are at epidemic proportions. Between 1960–1988, gonorrhea increased four times among 10- to 14-year-olds.[6]

Suicide rates almost tripled among 10- to 14-year-olds between 1968 and 1985.[7]

ADOLESCENTS FACE GREATER RISKS OF BEING POORLY EDUCATED FOR THE 21ST CENTURY

U.S. students are not being prepared with the knowledge, skills, and motivation to compete for high wages in a global economy. In comparison with students in other industrialized nations, U.S. students rank at or near the bottom on science and mathematics achievement.[8]

While high school completion rates are rising for all American adolescents, the school dropout rate is among the highest of all industrialized nations. It is especially acute among African-American, American Indian, and Latino adolescents living in poverty.[8]

[4] American Medical Association (1990). *Healthy youth 2000: National health promotion and disease prevention objectives for adolescents.* Chicago: Author.

[5] Moore, K. (January 1992). *Facts at a glance.* Washington, DC: Child Trends, Inc.

[6] National Center for Education in Maternal and Child Health (1990). *The health of America's youth.* Washington, DC: Author.

[7] Children's Safety Network (1991). *A data book of child and adolescent injury.* Washington, DC: National Center for Education in Maternal and Child Health.

[8] The Center for Strategic and International Studies (1992). *The CSIS strengthening of America commission: First report.* Washington, DC: Author.

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LOST OPPORTUNITIES DURING THE OUT-OF-SCHOOL HOURS

Each school day, America's 20 million young adolescents decide how they will spend at least five (40 percent) of their waking hours when they are not in school. For many, these hours harbor both risk and opportunity. On weekends and during the summer months, American youth have even greater amounts of discretionary time.

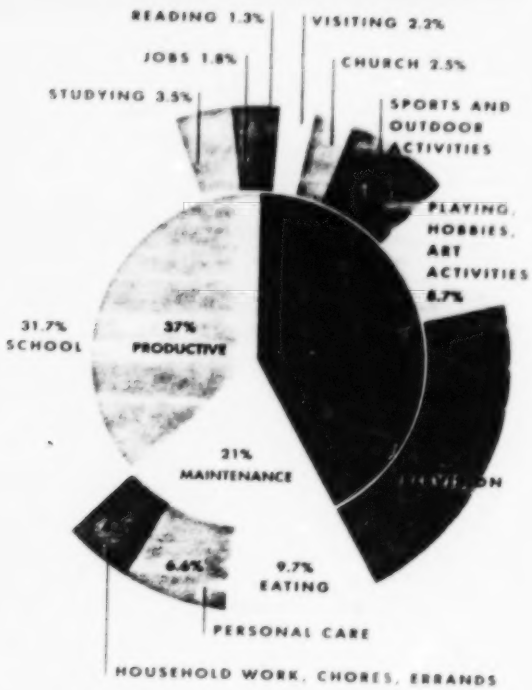
For those teenagers without adult supervision, the out-of-school hours constitute high-risk time for high-risk behavior. Young people left on their own or with peers stand a significantly greater chance of becoming involved in substance abuse,[1] sexual activity leading to unwanted pregnancy and sexually transmitted diseases,[2] crime, and violence than their peers who are engaged in constructive activities. For low-income adolescents, economic disadvantage and the stresses of life in their neighborhoods are exacerbated by the lack of places that provide safe havens, attractive opportunities, and trustworthy adults.[3]

Time spent alone is not the crucial contributor to high risk. Rather it is what young adolescents do during that time, where they do it, and with whom that leads to positive or negative consequences.

TAPPING THE POTENTIAL OF COMMUNITY PROGRAMS FOR YOUTH

Community programs represent an untapped potential for meeting needs so clearly articulated by young adolescents themselves. Effective programs already exist, but they reach all-too-few adolescents.[4] More than 17,000 national and local youth organizations now operate in the United States. Religious youth groups, sports organizations, adult service organizations, museums, public libraries, and parks and recreation departments also offer community-based programs for youth. These community-based organizations can do much more to reach young adolescents, particularly those in under-

HOW YOUNG ADOLESCENTS (AGED 9-14) SPEND THEIR WAKING HOURS



Source: "How Children Use Time" by S. G. Timmer, J. Eccles, and I. O'Brien (1985). In F. T. Juster and F. B. Stafford (Eds.), *Time, Goods and Well-Being*. Ann Arbor: University of Michigan, Institute for Social Research. Adapted by permission of the Institute for Social Research.

Note: This chart represents 52 percent of hours during a week. Young adolescents spend 37 percent sleeping and 11 percent in miscellaneous activities.

served rural and urban areas of poverty, who are likely to benefit greatly from these programs. As sources of mutual aid, security, and belonging, community-based programs can be a powerful alternative to the appeal of youth gangs.

The critical developmental requirements of young adolescents can be met by what community programs can offer:

- *Young adolescents require opportunities to form secure and stable relationships with car-*

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ing adults and peers as a foundation for developing personal and work-related skills, perseverance, and values. Community programs provide mentors, adults who have time to talk, to listen, and to provide mature guidance.

- *Young adolescents want safe and attractive places to play, practice their athletic skills, and be with their friends.* Community organizations have facilities that provide safe havens for youth.
- *Young adolescents benefit from learning critical skills such as goal setting, problem solving, decision making, and resisting negative peer influences.* Community programs offer approaches that foster adolescents' competence and life skills. These programs are often focused on the challenges of sexuality, alternatives to violence, and prevention of alcohol, tobacco, and other drug use.
- *Young adolescents want to learn about and serve their communities.* Community programs offer opportunities for youth to be involved in community service, to address local problems, and to participate in the decisions of youth organizations.
- *Young adolescents seek to be competent individuals, to be members of valued groups, and to be recognized for their accomplishments.* Community programs can offer opportunities for public performances, rites and symbols of recognition, and reflection with others on personal and group accomplishments.

The potential of community organizations to promote youth development is great, but they have been largely neglected in public debate and policy formation. Instead, attention has focused primarily on the reform of the American education system and on the roles of families in the lives of children and youth. The time has come to recognize community organizations committed to youth. They constitute resources that can contribute to neighborhood revitalization through partnerships with schools and families toward supporting the education and healthy development of young adolescents.

RECOMMENDATIONS FOR COMMUNITY-BASED PROGRAMS FOR YOUTH

NATIONAL YOUTH ORGANIZATIONS, INDEPENDENT YOUTH AGENCIES, ADULT SERVICE CLUBS, SENIOR CITIZENS GROUPS, RELIGIOUS INSTITUTIONS, SPORTS ORGANIZATIONS, MUSEUMS, LIBRARIES, PARKS AND RECREATION DEPARTMENTS

Appeal and respond to the diverse needs and interests of young adolescents, particularly their gender, race, ethnicity, and culture. The content and methods of these programs should engage young people by addressing adolescents' needs for safety, fun, friendships, and the learning of skills for employment and adult roles.

Create strong board leadership committed to generate policies to reach underserved young adolescents from low-income urban neighborhoods and rural areas that are least likely to have youth programs.

Strengthen the diversity and quality of adult leadership to reflect the racial and ethnic composition of the neighborhood. Adults, paid and volunteer, must be prepared to work with young adolescents through staff training programs that address and adapt to the developmental characteristics of young adolescents.

Enhance the role of young adolescents as resources to their own communities through adolescents' participation in community service and in the design and governance of youth programs.

Reach out to families, schools, health centers, and a wide range of community partners committed to youth development, creating mutually reinforcing spheres of influence on youth.

Engage in vigorous advocacy for and with youth in their own communities and at the local, state, and national levels of government.

Specify and evaluate their programs' outcomes.

Diversify and stabilize their funding base.

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RECOMMENDATIONS FOR KEY PARTNERS

SCHOOLS

Construct alliances with community organizations that recognize common goals, combine strengths for maximum effectiveness, and respect inherent differences.

Enable community groups to use school facilities.

PARENTS AND FAMILIES

Help young adolescents make wise choices about the constructive use of their free time.

Direct energies to youth organizations as program leaders, advisers, board members, or fund-raisers.

YOUNG ADOLESCENTS

Become engaged in designing and implementing youth programs.

Serve their communities as volunteers.

HEALTH AGENCIES

Increase adolescents' access to health services and information about disease prevention and health promotion by designing joint programs with youth organizations and schools.

HIGHER EDUCATION INSTITUTIONS, RESEARCHERS, AND EVALUATORS

Form partnerships with community youth organizations to identify what works in youth programs, improve capacities for evaluation, strengthen professional development of youth-workers, and develop and conduct programs for youth.

LOCAL, STATE, AND FEDERAL GOVERNMENTS

Integrate policies for young adolescents at all governmental levels by enabling communities to take a comprehensive versus categorical approach to health and social services.

Give priority to locally generated solutions.

Target programs to youth in low-income urban and rural areas.

BUSINESS

Support innovative programs that form partnerships among schools, families, and community organizations.

PUBLIC AND PRIVATE FUNDERS

Strengthen and stabilize the funding of youth development programs by moving from categorical to core support of youth agencies.

Combine public with private funds to facilitate collaboration among fragmented youth and community organizations and the schools.

MEDIA

Expand coverage of constructive youth activities and success stories by increasing publication and broadcasts of material created by young people.

Encourage high-quality programs that feature youth in key roles.

Publicize available youth activities to adolescents and their families.

THE TASK FORCE CALLS AMERICANS TO ACTION

All Americans have a vital stake in the healthy development of today's young adolescents, who will become tomorrow's parents, workers, and citizens. The nation cannot afford to raise another generation of young adolescents without the supervision, guidance, and preparation for life that caring adults and strong community organizations once provided and again can provide.

But community organizations cannot do the job alone. The Task Force on Youth Development and Community Programs urges key partners to join forces to release their combined potential for reviving the experience of belonging to communities where all can thrive. Young adolescents, working with these partners committed to their development, can turn their out-of-school hours into the time of their lives.

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